

2/9

Pat Miner -

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Council of the District of Columbia

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Pat

Date: _____

To: Council member ~~Julius Hobson~~

Comments: _____

Review & brief Mr. H,

Pat Miner:

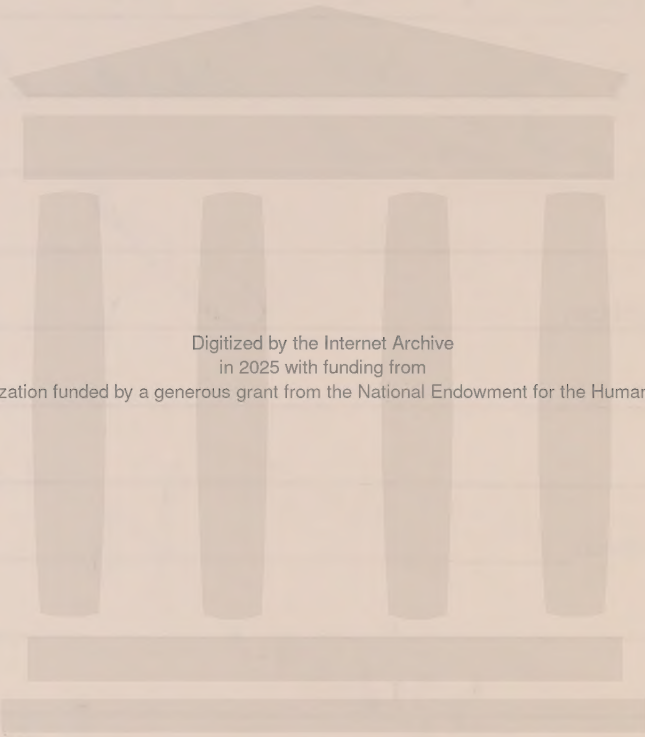
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involved*

Lou Aronica: _____

Sandy Brown: _____

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uPo

EXECUTIVE OFFICE

UNITED PLANNING ORGANIZATION

1021 FOURTEENTH STREET, N. W.
WASHINGTON, D. C. 20005

FRANK H. HOLLIS
DEPUTY EXECUTIVE DIRECTOR

(202) 638-7300

March 11, 1975

Dear Council Member:

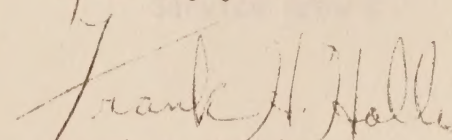
We invite your attendance at meetings which will be held in each service area on Saturday, March 15, at which time representatives of the Citizens Assembly on Housing and Community Development will review citizen recommendations which have been developed for the block grant application to HUD. An exception is in service area nine, where a meeting is scheduled for Thursday, March 13.

Attached is a schedule of confirmed meeting times and places.

These recommendations which will be discussed are those included in Section A of the "Application for Federal Assistance for a Community Development Block Grant Program," which the Mayor will soon be transmitting to you. A copy of these recommendations are also included for your perusal.

We look forward to having you participate in these public meetings.

Sincerely yours,



Frank H. Hollis
Chairman, Steering Committee
Citizens Housing Assembly

Enc.

RECEIVED

MAR 12 1975

Julius Hobson, Sr.
Councilmember-At-Large

MEETING SCHEDULE

THURSDAY, March 13

St. Matthew's Lutheran Church
222 M Street, S. W.
7:15 p.m.

Service Area 9

SATURDAY, March 15

Fifth District Headquarters
1805 Bladensburg Rd., N. E.
7:00 p.m.

Service Area 2

Benning Branch Library
3935 Benning Rd., N.E.
10:30 a.m. - 12:30 p.m.

Service Area 3

Anacostia Neighborhood Museum
2405 Martin Luther Kind Ave., S. E.
3:30 p.m. - 6:00 p.m.

Service Area 4

C.I.C.
1125 H Street, N. E.
9:30 a.m.

Service Area 5

2901 - 14th Street, N. W.
10:00 a.m.

Service Area 7

Fourth District Headquarters
Georgia and Peabody Sts., N. W.
1:00 p.m.

Service Area 1

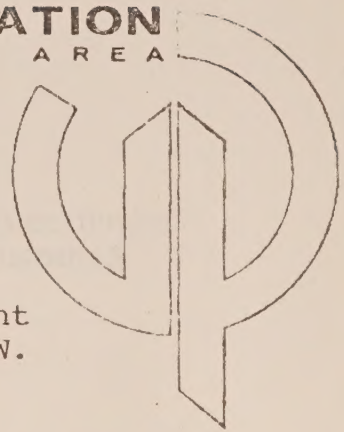
Cleveland Park Library
McComb & Connecticut Ave., N. W.
10:30 a.m.

Service Area 8

UNITED PLANNING ORGANIZATION
OF THE NATIONAL CAPITAL AREA

February 21, 1975

Mr. Lorenzo Jacobs
Acting Director
Office of Housing & Community Development
District Building, 14th & E Streets, N.W.
Washington, D.C.



Dear Mr. Jacobs:

I am submitting on behalf of the Citizens Assembly our combined recommendations in relationship to the Housing and Community Development Plan on which the Task Force from your office and the committees of the Citizens Assembly have been working since December 21, 1974.

As the report states, our recommendations are based on all the reviews we have had of materials to date except the final draft which we are assuming in good faith reflects the many changes in format and content which we have discussed during the past weeks.

The recommendations are based upon detailed analysis, studies, and recommendations made by individuals and member groups of the Assembly. In turn, all the recommendations have been reviewed and adopted, one-by-one, by the Citizens Assembly.

The Citizens Assembly believes we have achieved a milestone for the city in elevating citizen participation to its current level of involvement.

We trust we will be able to move forward with the next steps.

Sincerely yours,

Frank Hollis
mfs

Frank Hollis
Chairman, Steering Committee
Citizens Assembly

Enclosure

CITIZENS ASSEMBLY

RECOMMENDATIONS ON HOUSING AND COMMUNITY DEVELOPMENT
BLOCK GRANT PROPOSAL FOR DISTRICT OF COLUMBIA

- Housing Assistance Plan
- Needed Actions to Make the
Plan Workable

Prepared by

Citizens Assembly Committees on:

- Budget • Program • Citizen Participation
- Structure

Membership of Committees included in Appendix A.

Washington, D.C.

February 22, 1975

approving of the proposal for submission to HUD.

THE CONTENT OF THIS DOCUMENT

This document deals with four different kinds of issues. Recommendations are organized into:

I. The Housing and Community Development Proposal

This proposal is a request for the \$42.5 million allocated to the District of Columbia. A request for transition funding was approved in November, 1974 by the City Council for approximately \$7 million. The proposal under consideration includes that transition amount and program effort to be completed in December, 1975. Supporting documents related to this include Housing Relocation Plan, and An Analysis of Procedures for Developing Environmental Impact Statements.

II. Housing Assistance Plan

This must accompany the above proposal. It deals with how the city plans to spend Section 8 funds to meet its highest priority needs in low income housing. The Plan submitted is on the basis of the possible allocation of as many as 5,000 units in a two-year period. On February 6, 1975, it was learned that the District allocation may be as small as 400 to 600 units. Efforts are underway to increase this allocation.

III. Proposals for Legislative Action and Decisions Related to the Implementation of the Housing and Community Development Proposal, the Housing Assistance Plan, and the Improvement of Housing and Community and Economic Development in the City.

Proposals for creating a Housing and Community Development Corporation, providing legislative authority to implement the Housing and Community Development Plan, a plan to reorganize and establish a Department of Housing and Community Development, and recommendations related to centralized planning, economic development, and statistical information service are included.

IV. Citizen Participation

Citizen participation has been a key issue in the development of this plan; how it is carried out, formalized, supported, and how it will be related to implementation and overview of the real work effort.

The recommendations in this section are based on the assumption of a permanent and more active citizen advocacy than housing and community development has had heretofore.

I. THE HOUSING AND COMMUNITY DEVELOPMENT PROPOSAL

1. The underlying philosophy of the CD proposal which is to carry forward unexamined land acquisition and urban redevelopment policies, which up to now have been the responsibility of RLA in the city, are unequivocally rejected.

This approach is outdated and its instrument, RLA, is a monolithic structure without accountability to the community.

In line with this it is recommended that no land acquisition be made in CD 1 while city policy is being more clearly formulated. Exceptions to this would be where it can be shown:

- (a) that the proposed parcel is necessary to complete the adjoining or additional parcels; and
- (b) that it is part of a workable program which demonstrates that marketing can proceed based on completion of the additional parcel.

In either case approval for purchase should be granted by the Citizens Assembly and the City Council.

It is further recommended that land currently held by RLA be marketed within a two-year period or else transferred to direct city authority under the new proposed Housing and Community Development Corporation or state finance agency.

2. The Program Committee recommends that the Citizens Assembly reject the present budget allocations for administrative and staff overhead. It is recommended that a 25% reduction be made in monies assigned as administration and overhead costs. This decrease is based on:

- (a) a decrease in land acquisition activity and associated costs;
- (b) a decrease in on-going activity because of pull back of HUD and private funding for some programs in the pipeline; and
- (c) not using allocated positions, presently unfilled.

It is also recommended that subsequent reductions be made by attempting to further bring expenditures on staff more directly in line with the amount of produced program activity.

Because of inadequate budget details and reporting, the amount of reductions which might be made beyond 25% is not possible to determine by the citizens group.

It is also recommended, in view of budgeting inadequacy, that a procedure be instituted right away for program budgeting which will enable costs of projects to be realistically assigned and administration costs for programs be examined on other than a pro rata basis.

3. It is recommended that the present plan proposal only be implemented (funds obligated) following the development and approval of a fully operational plan specifying:

- (a) organization for work;
- (b) staff assignments;
- (c) staff costs for each program;
- (d) schedules of completion with benchmarks for work efforts; and
- (e) specified products.

It is proposed that the Citizens Assembly monitor and approve the development of this plan.

4. It is recommended that the monies made available by the reduction of overhead and decrease in the amount of land purchased be made a part of the established revolving loan funds for which authority is requested in number II. These additional funds gathered from these savings can increase the size of the loan fund, and make directly available to the city new money to deliver direct housing services to people throughout the city.
5. It is recommended that absolutely no funds be spent for acquisition of sites or relocation of businesses until there is a workable plan to protect small, locally owned businesses which are endangered by public and/or private development. (The Relocation Plan submitted with the proposal indicates a

total displacement of 89 businesses during CD 1; 73 from previously approved redevelopment sites and rehabilitation projects and 16 due to proposed acquisitions during CD 1.)

The Citizens Assembly recommends that specific allocations to aid small business be made from the revolving loan fund.

This recommendation assumes that:

- (a) the existing location of the business is important to the viability of many of the small businesses; and
- (b) that residential neighborhoods must have access to neighborhood services -- particularly as transportation costs escalate.

The elements such a workable program must have are:

- (1) low interest loans available to officially displaced businesses and other firms of annual sales under \$1 million (lower SBA limit for retail).
- (2) commercial rent supplements for specified time periods which would allow rent subsidies on a scale linked negatively to increase in dollar sales, permitting displaced businesses to return to generally higher rent development where they have priority.
- (3) coordinated public/private system of technical assistance and counseling making use of Small Business Administration assistance and local organizations such as Washington Area Business Services and Washington Business Development Center.
- (4) public acquisition of buildings to provide permanent lease space to displaced businesses or businesses determined desirable by neighborhood plan at rentals reflecting savings in profits and taxes.
- (5) a plan for the coordinated use of city zoning and tax powers to encourage and support small business, such as proposals for a five-year property tax abatement for those who

rehabilitate or modernize their property, multi-purpose zoning to allow desirable commercial/residential mix, and zoning or tax benefits to induce developers to commit themselves to low rent ground floor space for small businesses, as well as fair share rent residential units.

Other legislative and organizational recommendations to the Mayor and the City Council to implement the above recommendations, necessary beyond the proposal, are discussed in Section III, numbers 5, 6, 7.

6. It is recommended that an affirmative action program be developed with regards to minority contractors in the city.

It is recommended that before implementation of the CD program and letting of contracts that a fully developed set of implementation strategies evolve which will encourage and support the utilization of minority contractors in community development and housing efforts.

The elements of a workable program could include:

- (1) a revolving fund to provide low interest loans to minority contractors, and an escrow mechanism with technical assistance, group supervision, and monitoring.
- (2) a bonding program to provide specific assistance in terms of loans or different requirements on bonding.
- (3) a program of legal counsel and assistance to the minority contractors for helping contract interpretation, negotiation, and contractual dispute.

II. HOUSING ASSISTANCE PLAN

1. It is recommended that the strategies be included in the Housing Assistance Plan in CD 1 which promote scattered site housing and prohibit racial and low income concentration of housing and high density contiguous development.
2. It is recommended that allocation of units in relationship to citizen needs and economic benefit be modified by the Citizens Assembly and the Task Force after the final allocation of units to the District, and that acquisition of land for purposes of constructing Section 8 housing be reviewed as is described in Section I, 1 (a), page 4.
3. It is recommended that all possible efforts be made to obtain financing to support the goals of the Housing Assistance Plan (5,000 units for 2 fiscal years). This means obtaining both an increase in the proportion of units assigned to the District as a part of the metropolitan area and an increase in total amount of funds allocated by HUD to the metropolitan region.

III. RECOMMENDATIONS RELATED TO LEGISLATIVE ACTION AND REORGANIZATION AT THE LEVEL OF THE MAYOR AND THE CITY COUNCIL.

1. It is recommended that the city develop and officially adopt a comprehensive city-wide housing policy and associated housing strategies. It is recommended that this be completed by the end of FY 75. The present needs and goals statements, incorporated in the present proposal, are rough and should be reshaped through involvement of citizens, elected city officials, and employees of the Department of Housing and Community Development into a clearly stated housing policy. This policy should be supported by well delineated strategies for short- and long-term.
2. The Assembly recommends the development of a city-wide comprehensive plan. Such a plan is proposed in the present Housing and Community Development Proposal, but its provisions do not provide for adequate implementation.

Therefore, it is recommended that the \$450,000 allocated for planning not be earmarked for expenditure by any agency until responsibility for comprehensive city-wide planning is clearly established.

It is further recommended that action by the Mayor and the City Council be taken immediately to locate exact precise responsibility for developing a comprehensive plan.

This responsibility should be specified and accountability not only established for developing a comprehensive plan, but for seeing that all neighborhood planning for community development proceeds in concert with the city-wide efforts.

Further, it is recommended that zoning efforts occur in line with the comprehensive plan.

It is recommended that this delineation of responsibility, and the proposed schedule of accomplishment, be made public and put into operation concurrent with the city proposal.

It is further recommended that the Citizens Assembly and the City Council approve the plan and that no funds for planning be spent

until a reorganized structure is approved and ready to function.

3. The data supporting the current Housing and Community Development Proposal indicates the need for better housing information and housing user data for the District of Columbia. It is recommended, therefore, that specific plans be formulated for collecting data.

It is recommended that a housing information service be established in cooperation with the centralized planning unit which will provide up-to-date, detailed, comprehensive information, integrated with needs of city-wide housing programs, planning, and other activities. It is recommended that plans for this service be made more specific and direct responsibilities for obtaining data from other agencies be established. Budgets should be allocated to reflect the action plan.

4. It is recommended that a Housing and Community Development Corporation and/or state housing finance agency be created. This could undertake major development efforts and subsequently establish local development corporations in various areas of the city. Such a corporation would be able to construct, rehabilitate, operate or lease, bank land, petition for exemptions from zoning and building codes, borrow, lend, insure, and guarantee loans, and provide subsidies.

It is recommended that the legislative proposal and the powers it describes for the Housing and Community Development Corporation be thoroughly studied and presented to the community before action.

This authority should create a new organization.

It should draw on personnel and programs from old agencies, based on criteria of how they can help meet the new city needs and its adopted program strategies. The act should be more than merely empowering existing RLA to carry out construction. This strategy will provide tools to help meet housing needs, encourage economic development, and assist small business (see section I, 4).

5. It is recommended that legislation be developed which will establish and operate a revolving rehabilitation loan fund to administer loan insurance and direct rehabilitation grants. Similar authorization must be sought if a revolving loan fund is to serve in the assistance of small business and minority contractors.
6. It is recommended that legislative authorization be sought for payment of commercial rent supplements (see section I, 1 (2)).
7. It is recommended that the proposed plan for an Office of Commerce to replace the Office of Business and Economic Development (which is currently being circulated among city officials) be more directly related through objectives, adopted strategies, budget allocations, and additional responsibilities to business relocation efforts in the Office of Housing and Community Development, and to efforts of encouraging economic development in coordination with planning and program of the Housing and Community Development Plan.

It is recommended, as an example, that more specific directives be given in a plan and through the Mayor than merely establishing "close coordination with District Business Relocation Office" as now appears in the draft plan.

It is further recommended that a higher priority be established on business and economic development and assistance to businessmen as expressed through the allocation of funds. The current allocation to that office is proposed to be \$300,000.

8. It is recommended that no earmarking of projects to non-governmental contractors occur until this is reviewed in relationship to workable programs developed for each project prior to implementation, and in consultation with the Citizens Assembly (see section I).
9. It is recommended that all aspects of the management of property held by RLA and the National Capital Housing Authority be substantially improved and that the delivery of services to displaced persons and relocated businesses be

substantially improved.

10. In order to implement the above recommendations, it is necessary that a new Department of Housing and Community Development be established -- one which reorganizes and delineates discernable program accountability for housing efforts in the city.

The Assembly has studied the proposed Reorganization Plan A prepared for the Mayor. It approves of that plan as outlined with the exception of the organizational chart showing proposed departments and staff breakdown.

The Citizens Assembly recommends that an improved charting of relationships is required, to provide a guide to the nature of the reorganization which is proposed, to make it possible to make rational decisions relative to this reorganization. As it is now presented, the chart does not show demonstrative evidence that the proposed Reorganization Plan A, as it is described verbally, is actually to be translated into a functioning organization.

The Citizens Assembly therefore recommends that the appropriate backup work to develop a chart be carried out which will show:

- departments and how they functionally relate to one another;
- departments and how they functionally relate to administration and policy sections of the organization;
- description of divisions within each department or whatever is the next level of organization;
- functional chart of how administration, policy-making, budget, and advisory groups organizationally relate to the departments and the implemented activities;
- for each of the above, the number of employees should be indicated by department, and division level, with notation as to whether vacancies are filled; . ,

- descriptions of the responsibility of each department and division, and appropriate job descriptions for major positions;
- description of funding vehicles for each of the sub-divisions of the departments.

It is proposed that the requested development of an operational plan for CD 1 can become a vehicle to provide further guidance to the Director of the new department in finalizing the detailed strategy of the new department.

The Assembly would like to emphasize that a new department must create and grow out of an efficient functional analysis of the job which is to be done, and should not merely be a vehicle to combine and legalize inefficient old ways of doing business.

The Citizens Assembly recommends that any detailed organizational plan be reviewed with the Citizens Assembly.

IV. CITIZEN PARTICIPATION

Introduction:

The HUD regulations for the community development block grant provide that citizens be involved in the development of the application, and that a certification of such involvement be submitted to HUD. The regulations anticipate that in subsequent years cities would have in place a permanent process and mechanism for citizen participation in housing and community development programs.

Through the Housing and Community Development Citizens Assembly, citizens have been involved in the development of the District's application. No one would claim that this involvement is a model of citizen participation. Numerous deficiencies can be cited. It is difficult to appraise the process without diminishing the efforts of a number of persons who have worked very hard over a period of several months. The thrust of this, therefore, is not to evaluate what happened, nor to flail public officials, but to look ahead to the tasks which must be undertaken if we are to develop a more perfect citizen body and process which will have general acceptance in the community.

Recommendations:

1. It is recommended that the citizen participation structure and process should take its form from the objectives of the city's Housing and Community Development Program and that they should be related to the functions of the new Department of Housing and Community Development. It is meant that the citizen body and its functions ought to relate not only to planning, but the implementation, development, and evaluation of the city's program. This includes participation -- to the greatest extent feasible -- in home ownership, in the housing industry, in economic development, in training and employment opportunities, and in the delivery of services in the housing environment.
2. It is recommended that the permanent citizen structure ought to develop relationships to the existing community organizations, and that effective communications should be maintained. Citizens believe that the

Citizens Assembly should develop recommendations as to how the permanent structure should be related to Advisory Neighborhood Councils.

3. It is recommended that staffing provided in the Department of Housing and Community Development for citizen participation should be city-wide; that is, that all areas of the city ought to be served by staff.
4. It is recommended that the Mayor establish a selection panel for the choosing of a permanent director of the Department of Housing and Community Development, and that persons serving as members of the Citizens Assembly be appointed to the selection panel.
5. It is recommended that the body of citizens who serve in an advisory role to the new department ought to be the same body which serves in an advisory role to centralized planning for the District, and the Office of Economic Development, for the District.
6. Whereas community development funds will be reduced in subsequent years, we believe that citizens must have access to the decision-making processes in determining how future community development programs are to be funded.
7. It is recommended that citizen participation must include intervention with HUD and other bodies to obtain the approvals and allocations.
8. Finally, it is recommended that the Citizens Assembly be continued in existence during the interim period during which the plan for a permanent structure is devised, and during the period when the new department is being structured. Further, it is recommended that the responsibilities of the Citizens Assembly include citizen overview not only for the block grant program but for all programs to be planned and implemented by the department.

CITIZENS ASSEMBLY CHAIRPERSONS

Dick Jones	Citizens Assembly
Elected SAC 7	
Frank Hollis	Steering Committee
United Planning Organization	
Representative	
Mary Lela Sherburne	Program Committee
Elected SAC 8	
Bill Sanders	Budget Committee
Elected SAC 4	
Jack Kelly	Organization Structure
Appointed SAC 2	
Anne Turpeau	Citizen Participation
Metropolitan Washington	
Planning & Housing Association	

COMMITTEE MEMBERSHIP

	<u>Committee</u>
Lorraine Alexander	Program
President, H St. N.E. Business	
Community Association	
Ella M. Gothard Bransom	Program, Steering,
SAC 4	Citizen Participation
Rev. Stanley Barry	Program, Steering
Exec. Dir H St. PAC	
Emma Brooks	Steering, Citizen
H St. PAC	Participation
Marian Bridgeman	Steering, Citizen
H St. PAC	Participation
Elleene Epps Brown	Steering
SAC 6	
Portia Carson	Citizen Participation
SAC 3	
Edith P. DeBruhl	Citizen Participation
SAC 6 (not elected)	

Marie Drissel SAC 9	Steering, Program, Budget
Lucille S. Goodwin SAC 5	Steering, Budget, Citizen Participation
Leroy Hubbard SAC 7	Steering, Citizen Participation, Budget, Program
Donald Humphrey D.C. Development Corp.	Steering, Program
Dick Jones SAC 7	All Committees
John Kelly SAC 2	Steering, Organization
Olivia King SAC 2	Steering, Program
Bernice Lewis SAC 2	Steering, Program
Edell Lydia SAC 2 (appointed)	Steering
Aaron Martin D.C. Black Assembly	Steering, Citizen Participation
Herbert McConnell Federation Citizens Assoc.	Steering, Program
Arthur Reddick SAC 3	Steering, Program
Margaret Reuss United Way	Steering, Program
Bill Sanders SAC 4	Steering, Budget, Program
Mary Lela Sherburne SAC 8	Program, Steering
James Speight SAC 3	Steering

Ellyn Swanson
League of Women Voters

Citizen Participation

Carrie Thornhill
National Conf. Christians-Jews

Citizen Participation,
Program

Paul Tischler
SAC 8

Steering, Budget

Ann Turpeau
MWPFA

Citizen Participation

There are 54 members of the Assembly. All SAC members, unless indicated, are elected. Other members of civic organizations are appointed. A complete membership list is available from the Office of Housing and Community Development.

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